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San Francisco Redevelopment 1971-1973

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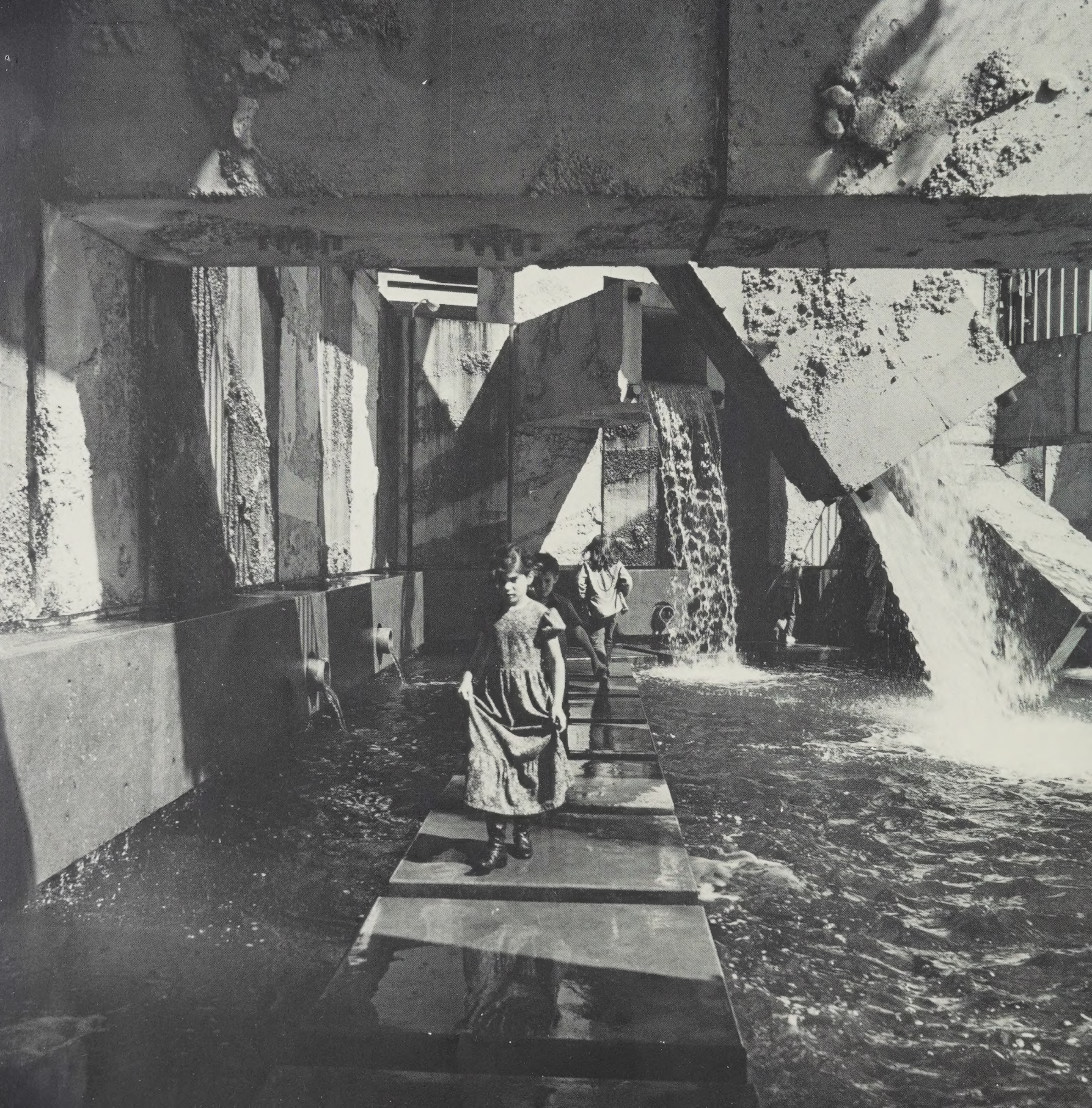
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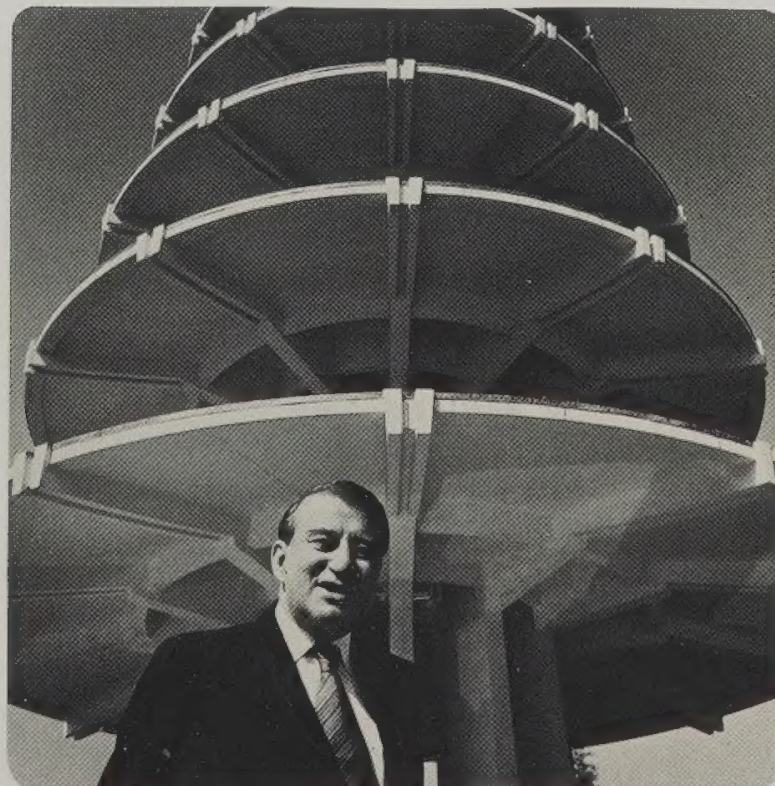


Mayor Joseph L. Alioto

Only a few weeks before his unexpected death, M. Justin Herman, the executive director of the San Francisco Redevelopment Agency, set down his feelings about urban renewal, its past, its present and its future. His statement which follows, never before published and unchanged except for updating, forms the basis for this public report of the activities of the San Francisco Redevelopment Agency. It is as valid now as it was when he wrote it.

My friend Justin Herman was a talented man driven by a deep devotion to San Francisco. He was a doer of the word. He transformed slums into permanent things of urban beauty. In few men have the artist and public servant combined with such dynamic force as they did in Justin. His fame is cast in durable urban quality that arose where squalor once held sway. Justin's greatest tribute is mirrored in his works.

Joseph L. Alioto
Mayor of San Francisco
May 1, 1973



M. Justin Herman

Vaillancourt Fountain,
Justin Herman Plaza
Golden Gateway



Chinese Cultural and Trade Center



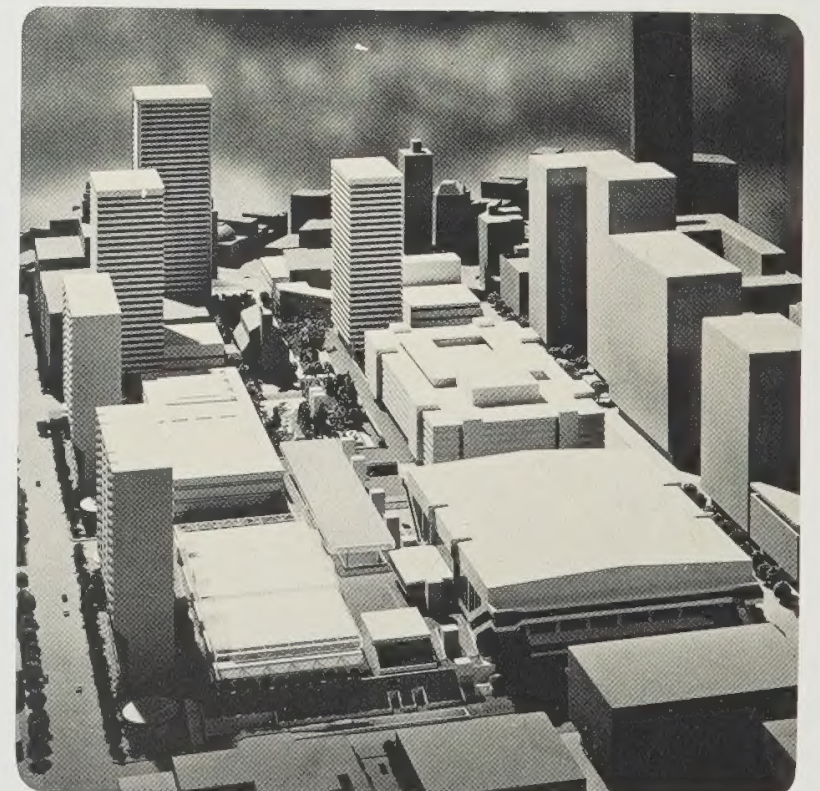
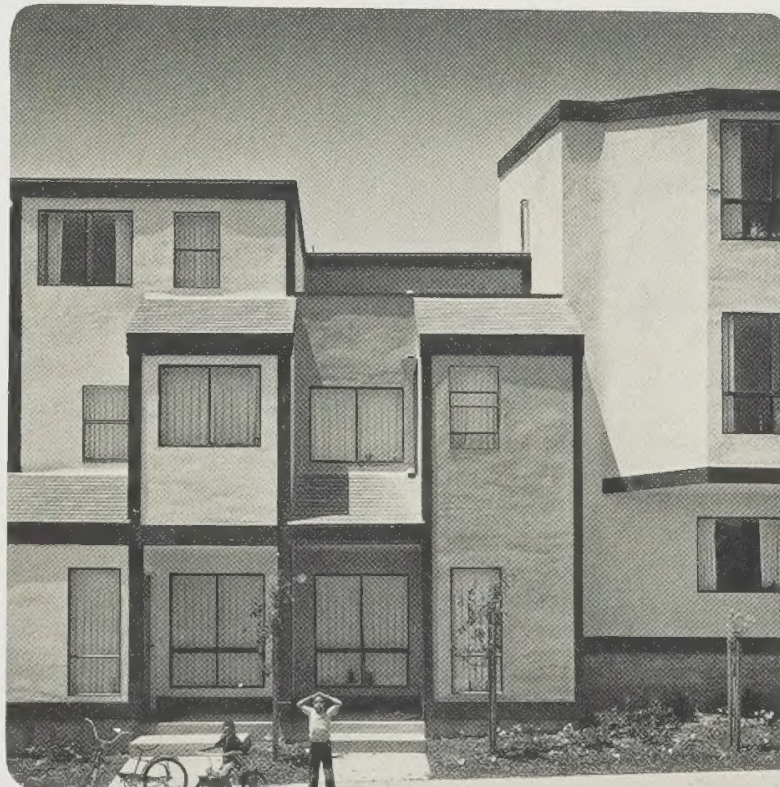
Golden Gateway



Western Addition A-1

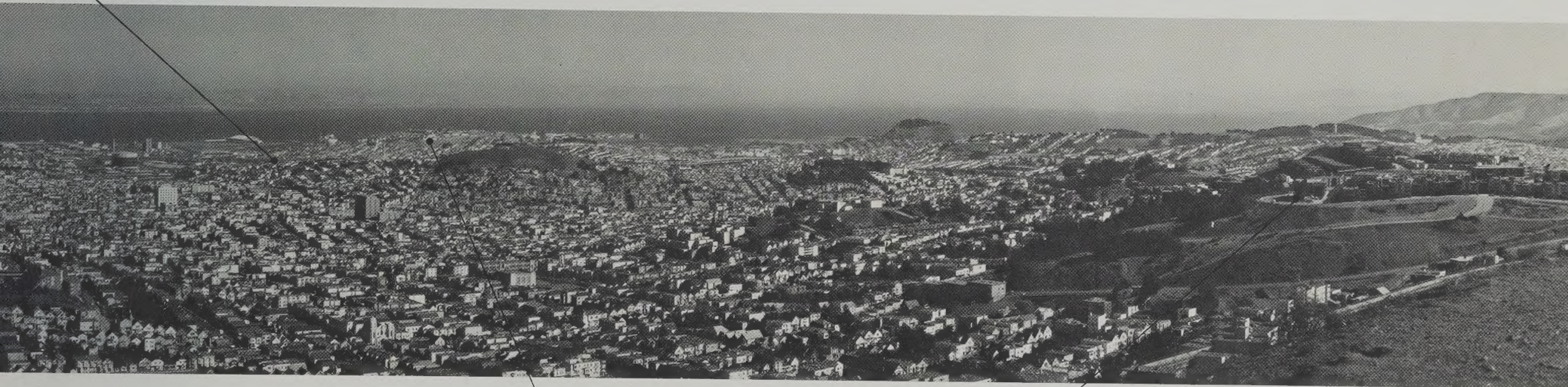
Western Addition A-2

Yerba Buena Center





India Basin



Hunters Point

Diamond Heights





SAN FRANCISCO REDEVELOPMENT

Periodic assessment by the general public of any city program is desirable. Redevelopment in San Francisco with its many faceted and complex operations is no exception, particularly since the individual citizen usually has exposure to only one or two of its operations. Opportunity to obtain a broad overview thus becomes essential for him.

Likewise the big—highly publicized—redevelopment issues of the day as they come and go deny perspective to the process. The project slowdowns and stoppages over lawsuits and inadequate Federal funding, the perils of the auto dismantlers' relocation, the protest of one neighborhood group against the carrying out of the approved redevelopment plan for a nearby project, the storming of Agency meetings by neighborhood groups over their own disagreements, etc., obscure redevelopment's progress and provide the usual distortions which negative incidents have over positive accomplishments. The latter includes the steady placement of residents in good housing, the commencement of construction, the dedication and uses of new structures, and the provision of jobs and contracts for minorities. Periodic assessment in some balanced fashion is needed if any real perspective is to be reached.

Where has redevelopment been? Where is it going? Where should it be going? Is it a method for the reconstitution of urban life that has served its purpose and should be allowed to phase itself out of existence? Or does it have even greater meaning and usefulness in the changes and development of "the managed city"?

It is to renewal's past and current performance and future policies that this report addresses itself.

Fountain of the Four Seasons
by Francois Stahly
Sydney G. Walton Square
Golden Gateway





I. REDEVELOPMENT IN ITS MAJOR DELIVERY STAGE

In the redevelopment of a city, planning is rarely undertaken except with the intention and result of putting such plans to work. The plans of eight San Francisco redevelopment areas are all in the construction or in use stage. An additional project—in Chinatown—has just been funded.

Housing for people of a wide range of incomes has long been the goal in renewal areas—housing for elderly singles and couples of modest income. Housing for families of low-to-moderate income. Housing for moderate income families. Housing for families who can afford market rate housing. Rehabilitated housing for all incomes.

Critics proclaim that more housing has been torn down than is being built. The simple fact remains that in a built-up city the worn-out housing must first be removed to make way for the new. Moreover, with the increase in renewal accommodations for almost 20,000 more residents than were originally housed, such criticism cannot be taken seriously.



Thomas Paine Square
Western Addition A-2



Jackie Robinson
Garden Apartments
Hunters Point



St. Francis Square
Western Addition A-1



Loren Miller Homes
Western Addition A-2

Prince Hall Apartments
Western Addition A-2



Vista Del Monte
Diamond Heights

The Redevelopment Agency, producing 45 percent of its new housing for people of low-to-moderate incomes, intends to pursue its comprehensive housing program which attends to the needs of other income groups as well.

This will mean continued resistance to those who throw legal obstacles in the way of redevelopment progress, as in the case of the opponents of Western Addition Area 2 and Yerba Buena Center developments. It will not take the public much longer to observe that such "class action" law suits have mostly slowed down the housing process and extended the time in which households of low-to-moderate income have been confined to substandard housing and denied good housing opportunities.

Out of the redevelopment process has evolved the largest volume of new open space for enjoyment by citizens of San Francisco that has been created in this generation. All kinds of open space. For example, miniparks for children long deprived of such spaces to remove the curse of areas in transition. Sitting and strolling areas. Plazas for public assemblages and events. Neighborhood gathering places. Playgrounds. Open spaces designed into private developments. Sheltered places for the elderly. These are some of the new open spaces. Other existing areas have been enhanced. More is on the way. What process in San Francisco in our time other than redevelopment can show such additions to our open space?

Martin Luther King Square
Western Addition A-2



Community meeting room,
Thomas Paine Square
Western Addition A-2





Maritime Plaza
Golden Gateway



Security Pacific Bank Building entryway
Embarcadero Center



Murata Pearl Company, Japanese Cultural and Trade Center

Japanese Cultural and Trade Center
Western Addition A 1



Nihonmachi (Japan Town)
Western Addition A-2

In the heated battles over so many issues—not involving redevelopment—faced by the Unified School District and the City and County, development of schools in renewal areas has been taken for granted. Western Addition A-1 alone accounts for four new, extended or rehabilitated schools. A new elementary school is programmed for Western Addition A-2. The Diamond Heights Elementary School has long been in use and the new McAteer High School has just been opened in the area. The South School in the Hunters Point Project is nearing construction with another new school programmed and a third to be rehabilitated. Four child care centers are completed or under construction at Hunters Point. Another was recently completed in Western Addition A-2.

How would San Franciscans generally—not to mention neighborhood residents—do without the major medical facilities provided for through the redevelopment process? The Kaiser Clinic, with its 500,000 doctor-patient visits yearly. The expansions in the Mt. Zion complex. The Westside Public Health Center. The planned new California College of Podiatric Medicine—all in the Western Addition.

The earlier renewal projects have their shopping facilities already in use; the later projects have them under development. In some areas the shopping facilities such as those at Diamond Heights and the Golden Gateway Center are the key commercial attractions of their neighborhoods. Others serve both old and new renewal areas. Big shopping malls are on their way in Embarcadero Center and in the Fillmore Center. Even specialty products appropriate to a neighborhood are reaching a special clientele.



Friendship Village
Western Addition A-2

Some 23 churches, rehabilitated and new, are to be built or have been built in renewal areas. One of the most dramatic of these is, of course, the new St. Mary's Cathedral. But there are others as well, such as the Unitarian church rehabilitation and extension. And the exotic, byzantine St. Nicholas Syrian Antiochian Orthodox Church in Diamond Heights.

St. Mary's Cathedral
Western Addition A-1



First Unitarian Church, extension
Western Addition A-1



St. Nicholas Syrian Antiochian Orthodox Church, interior
Diamond Heights



St. Mary's Cathedral
Western Addition A-1



St. Paulus Lutheran Church
to be retained
Western Addition A-2





BUILT IN
-1878-

Restorations, rehabilitations and preservations of good housing as well as building of commercial structures continue quietly with Redevelopment Agency assistance and with little fanfare. Eighteen per cent of the renewal housing to be delivered to San Franciscans will be obtained from improvement of existing homes. Many of these are excellent examples of Victorian architecture which link us with the past, but have been saved only with extraordinary efforts.

Award-winning Victorian restorations in Western Addition A-2:
1815 Sutter Street



1866 Buchanan Street



910 Steiner Street



2103 Bush Street



Powell Street Station, Bay Area Rapid Transit (BART)



Golden Gateway, above parking and Clay Street traffic

Transportation, traffic and parking problems are pragmatically solved. In some instances, the City beyond project boundaries is benefited by the improvement. Vehicles need to be provided with readily accessible parking facilities if central city congestion is to be avoided. The use of linkages to the Bay Area Rapid Transit System, as in the Yerba Buena Center Mezzanine or the new Embarcadero Center station, illustrate the accommodation of renewal areas to the BART system and the accessibility to other areas by people living or working in these renewal areas.

There is much fanfare in American cities on the corrective use of streets by prohibition of motor vehicles. The redevelopment process, however, makes malls and plazas above or off vehicular courses full-fledged new developments rather than limited corrections. In Yerba Buena Center and the Embarcadero Center shopping malls, the problem of conflict between pedestrian and vehicles will be solved by each being given its own area.

Widening of Geary Street,
Western Addition A-1





Vaillancourt Fountain, Justin Herman Plaza
Embarcadero Center



"Pacific Bird" by
Semour Lipton
Golden Gateway

Works of art abound in redevelopment areas by deliberate decision and not by accident. The range is sufficient to please (or to displease!) varying tastes. From the now classical Henry Moore in the Golden Gateway Center to the contemporary Willi Gutmann in the Embarcadero Center or the praised/condemned new fountain by Vaillancourt at the foot of Market Street. Provision of works of art is a requirement of all major undertakings in redevelopment projects. The Redevelopment Agency today is setting the pace for the City in regard to other public buildings.

"Standing Figure Knife Edged" by Henry Moore in
foreground of Maritime Plaza; upper portion of "Two
Columns with Wedge" by Willi Gutmann against Security
Pacific Bank Building in background



Much is written about the importance of urban design and various concepts or guides which may be used to achieve good urban design. The Redevelopment Agency concerns itself with applied urban design. As distinguished from such lucky or ameliorative illustrations as may be accomplished by a building or two here and there, it has the only process of operations on a large enough scale to make major contributions in this field. There are many fine office buildings downtown but many of them neglect the sight lines to the Bay or do not provide compensatory open spaces for enjoyment at pedestrian levels as do the buildings in redevelopment projects.

"Horse" by Marino Marini, Maritime Plaza
Golden Gateway

Loren Miller Homes
Western Addition A-2



Diamond Heights Village
Diamond Heights



Hunters Point residents, Agency Members and staff view
new Hunters Point housing



Prince Hall Apartments, under construction
Western Addition A-2



Taxes are such a tender subject to San Francisco citizens and property owners that occasional indulgence in fanciful beliefs as distinguished from facts is understandable. One view is that redevelopment takes property off the tax rolls thereby increasing the taxes in non-redevelopment areas. Persons who hold this view forget that the Redevelopment Agency provides payments or credits in lieu of taxes, and that although there is a short period after the removal of buildings when taxes do decline, the net cash flow to the City Treasury from redevelopment areas is a substantial plus very quickly. Computed on the most conservative basis, returns are already up by \$4,300,000 (67%) per year in the City Treasurer's Office and the figure is on its way to an increase of more than \$22,600,000 (354%) per year, despite the heavy social-orientation of the Redevelopment Agency's program.

Developments such as the Golden Gateway, Diamond Heights and Yerba Buena Center, with the enormous increases they alone provide in tax revenues, in effect "support" the subsidized housing that redevelopment provides for low-to-moderate income families in other areas of the City, particularly in the Western Addition and Hunters Point.

Prince Hall Apartments, completed



Chinese pedestrian bridge over Kearny Street to Chinese Cultural and Trade Center

Chinese bridge, from opposite direction, to Portsmouth Square and Chinatown



Several years ago there was much shallow talk to the effect that redevelopment is concerned only with physical improvements without regard to social needs. Such talk has substantially died out because it could not be supported by the results of the redevelopment process. Jobs and paychecks have been consistently regarded in redevelopment planning to be as important as physical structures. In fact, the kinds of physical structures programmed and delivered in the redevelopment process are intended to provide these employments and earnings. In so many cases these efforts have been tied to compensatory jobs programs such as that of the Holiday Inn of the Chinese Cultural and Trade Center. Because people cannot live by housing alone, the Hunters Point residential development is to be supplemented by the neighboring India Basin Industrial Park.

Years before there were so-called Philadelphia or San Francisco minority employment plans the Redevelopment Agency was setting up its own system in residential neighborhoods looking to the employment of 50 per cent of the construction staff from residents of the neighborhood. Stretching its resources to the limit, the Redevelopment Agency has maintained training programs such as that of the unarmed Security Guards. Within the Agency's own ranks of professional and administrative employees, approximately 50 per cent are minorities.

Citizen involvement is of special significance in governmental undertakings, and the first major example of how this might be successfully accomplished appeared in the practical working partnership of the Bayview-Hunters Point Joint Housing Committee and the Agency. All subsequent projects which are residential in objective have working partnerships of one kind or another. Although not always easy, there is believed to be increasing effectiveness as community leadership adds responsibility as well as guidance to its relationships with the Redevelopment Agency.

Another view, from Portsmouth Square



Community Center
Ridgeview Terrace
Hunters Point

Ridgeview Terrace
Hunters Point

II. EVALUATION

The question may well be raised as to how such benefits to the City and its citizens could have been or could be derived except through the redevelopment process.

Would desolate Diamond Heights be a new residential community?

Would the First Western Addition be serving as the core of the renewed larger Western Addition?

How would the San Francisco Produce Market be established on a sound economic and healthful basis?

Would the downtown core have been anchored by the residential complex of the Golden Gateway Center and its companion commercial job resource, the Embarcadero Center, without redevelopment?

Who other than redevelopment led the way in demanding that Hunters Point be turned into an attractive residential community?

To whom did the business community turn in providing jobs as a companion resource in India Basin?

Would the City be on its way to solving its convention center problem in a superior fashion without the solitary advocacy in the early days by the Redevelopment Agency against a city-wide apathy?

Would provision have been made for an increase of residents in this built-up City without redevelopment? And would there be any other instrument for providing housing for people of low-to-moderate income as effectively as redevelopment?

The Redevelopment Agency is content to abide by the intelligent citizen evaluations of such questions.



Blighted housing,
Western Addition A-2



Western Park Apartments
Western Addition A-1

III. REDEVELOPMENT AND THE URBAN CONDITION

But redevelopment is so much a part of the urban life that it is caught up in the fears and frustrations, the aspirations and ambitions, the prejudices and priorities inherent in urban living. These are not only local manifestations but appear in most urban areas of the country.

Just as there are similarities of problems in urban areas throughout the country, there are, because of the dependence on Federal policies, programs and appropriations, similar benefits or even the evolution of new problems.

For example, the criticism that urban renewal does not provide enough housing for people of low-to-moderate income is not meaningful unless it is recognized that the renewal program was 11 years old before there were laws and appropriations to provide the necessary subsidies for such housing. Even with these, the current delivery system, erratically dependent upon Congressional and HUD actions each year for financing housing for low-to-moderate income persons is clearly inadequate. Housing, being a large user of capital, cannot be produced without regard to the national fiscal policies. But until housing production is made a more weighted goal, we will continue to have trouble with housing deficiencies in our cities—redevelopment or not.

Planning is a critical process in any urban development. Notwithstanding such importance, there is a strong tendency to postpone essential actions by the substitution of planning processes that have no clear commitment to action. Planning thus is relatively inexpensive and placates those who are concerned that something really ought to be done. In distinction, however, redevelopment, which is highly dependent upon planning, never enters that process without the expectation of turning that planning into the realization of its goals. Thus, when the community begins to realize that planning alone will not solve the problems of such areas as the Northern Waterfront, the Mission District, the Central City and others, it may decide that the planning inherent in the redevelopment process is what is really needed.

A myopic view of the uses of redevelopment is that it should be used for little else than provision of housing for persons of low-to-moderate income. If one were to accept the idea that the provision of housing by economic (and social) categories is good public policy for most households, then this function ought to be assigned to the Housing Authority. If, however, one adheres to a larger view that housing is only one component in the quality of the good urban life and that other critical components are job resources, educational and cultural facilities, recreation opportunities, health care, etc., etc., it would be a short-changing of the citizenry to confine redevelopment to the limited objective of housing.

There has already been reference to the importance of citizen involvement by neighborhoods in governmental processes. One can appreciate the benefits without going overboard. We cannot long live with neighborhood self-determination that disregards either the professional or technical contributions of specialists in government or the needs of the total city. No city can long exist if its neighborhoods are in effect so independent that they thumb their noses at all other neighborhoods of the city and their needs.

Finally, our country is in such a difficult transitional stage on funding urban renewal improvements or even funding ongoing urban service programs that it is difficult to foresee the exact form in which a more rational treatment with assured resources can take place. The present redevelopment projects live from hand to mouth. A dispute runs on as to whether they should be funded by special revenue sharing or categorical grants, or subject to more or less Federal control. What makes these arguments more difficult of resolution is the fact that by and large in recent years we have been dealing with more restricted funding than in the past. Federal versus local control must become an issue secondary to the question of how much Federal funding. At time of this publication the answer to such questions is not available.



Golden Gate Child Care Center, Thomas Paine Square
Western Addition A-2

IV. CITY MANAGEMENT

One feature is clear in urban life: Cities are beginning to take a stronger grip on the direction of their development. Cities are also beginning to have a better understanding of the relationships and integration of various programs and their funding. The laissez-faire period of city life is declining and should decline. The management of the basic directions of city life is increasingly recognized as an essential step in city management.

This does not forego the benefits of individual enterprise, initiative and ingenuity. On a public foundation, with positive commitments to the encouragement of private actions, city life can become increasingly attractive.

In the redevelopment process there is not only a plan. There is also a program to encourage entrepreneurs to try their skills and risk their capital. Redevelopment does not wait until someone wants to do something; it gets out and finds that someone and helps him accomplish what ought to be done. Thus, redevelopment is a tool of urban management and a sophisticated city will use it.



Clementina Towers
Yerba Buena Center



Blighted Butchertown
area will be new India Basin
Industrial Park



(Above)
Banneker Homes
Western Addition A-2



(Below)
Martin Luther King Square
Western Addition A-2



(Above)
Friendship Village
Western Addition A-2



(Below)
Thomas Paine Square
Western Addition A-2

V. THE NEED FOR COMPREHENSIVE COMMUNITY DEVELOPMENT

At the national level, there is recognition of the ineffectiveness and inefficiency of (1) the separate administration of related categorical programs, (2) the vast amount of red tape currently required in financing urban improvements, and (3) attempts to develop local goals and policies at the Federal level. Two examples illustrate this national recognition. First is the recent reorganization of the Department of Housing and Urban Development to place urban renewal, model cities, water and sewer grants, rehabilitation loans, neighborhood facilities, open space, and public facility loans under the single direction of one administrator dealing with community development. The second example is the proposed legislation for community development as identified in the President's budget submitted to Congress on January 29, 1971, which would consolidate the financing of comprehensive community development programs to cover the above elements.

San Francisco needs a policy which addresses itself to a comprehensive and balanced program for community development on a city-wide basis. It is important that the City is now organizing itself to coordinate the various elements of a community development program.

The San Francisco Redevelopment Agency stands ready and able to play an important role in that program.



Golden Gateway



(Above)
 Marcus Garvey Square
 Western Addition A-2

(Below)
 Diamond View Apartments
 Diamond Heights

HOUSING COMPLETED IN SAN FRANCISCO REDEVELOPMENT AREAS May 1, 1973

	Subsidized Units*	Unsubsidized Units**	Total Dwelling Units
New Construction	2,372	3,260	5,632
Inspection/Rehabilitation	318	458	776
TOTAL	2,690	3,718	6,408

*Financed under one of the following Federal housing assistance programs:
 Section 202, Section 221(d)(3), Section 236, Section 312, Federal Rent Supplements, or Public Housing Assistance.

**Financed without assistance through the Federal Housing Administration or conventional lending institutions.

NEW UNSUBSIDIZED HOUSING COMPLETED

Development	Renewal Area	Total Units
Single-family Homes	DH	492
Duplexes	DH	60
Village Square	DH	154
Cape Diamond Apartments	DH	30
Red Rock Hill	DH	104
The Sequoias	WA-1	300
Cathedral Hill South	WA-1	108
Cathedral Hill East	WA-1	138
Cathedral Hill West	WA-1	169
Martin Luther Tower	WA-1	124
Laguna O'Farrell Apartments	WA-1	150
The Carillon	WA-1	103
Laguna Heights	WA-1	72
Golden Gateway Townhouses	GG	58
Wm. Heath Davis House	GG	440
Macondray House	GG	178
Buckelew House	GG	178
Richard Henry Dana House	GG	400
Single-family units	WA-2	2
TOTAL		3,260

NEW SUBSIDIZED HOUSING COMPLETED

<i>Development</i>	<i>Renewal Area</i>	<i>Total Units</i>
Thomas Paine Square	WA-2	98
Loren Miller Homes	WA-2	107
Marcus Garvey Square	WA-2	101
Prince Hall Apartments	WA-2	92
Friendship Village I	WA-2	68
Friendship Village II	WA-2	90
Martin Luther King Square	WA-2	110
Banneker Homes	WA-2	108
Jackie Robinson Garden Apartments	HP	130
Ridgeview Terrace	HP	101
Diamond View Apartments	DH	58
Vista Del Monte	DH	104
Glenridge	DH	275
Clementina Towers	YBC	276
Western Park Apartments	WA-1	183
Midtown Park	WA-1	140
Jones Memorial Homes	WA-1	32
St. Francis Square	WA-1	299
TOTAL		2,372

NEW SUBSIDIZED HOUSING UNDER CONSTRUCTION

Royal Adah Arms	WA-2	142
Frederick Douglas Haynes Gardens	WA-2	104
El Bethel Arms	WA-2	255
Jones Memorial Homes	WA-2	155
Unity, Peace and Freedom Terrace	HP	94
Salvation Army Apartments	YBC	258
Freedom West I	WA-2	192
TOTAL		1,200

NEW UNSUBSIDIZED HOUSING UNDER CONSTRUCTION

Diamond Heights Village	DH	396
Single-family Homes	DH	20
Alpha Homes	DH	51
BRB Homes	DH	21
Yatsu Nami Apartments	WA-2	36
Single Family Units	WA-2	1
Sakura Apartments	WA-2	58
Golden Gateway, Phase II-A	GG	518
TOTAL		1,101

(Above)
Hayman Homes
Diamond Heights

(Below)
Jackie Robinson Garden Apartments
Hunters Point





From the Members of
the San Francisco Redevelopment Agency

May 15, 1973

A few facts illustrate the importance of renewal in San Francisco:

- ✕ \$192 million in Federal renewal grants have been made to San Francisco. Another \$70 million is needed to complete the existing program.
- ✕ San Francisco's redevelopment program includes construction of 14,000 new homes and the inspection, and where necessary, the rehabilitation of 2800 more.
- ✕ At the beginning of 1973, nearly 6,000 new housing units had been completed.
- ✕ Last year, housing construction reached the highest level in the Agency's history: 1,600 new units were under construction at the year's end. Based on preliminary information, it appears that half of all of the 1972 housing starts in the City were in redevelopment areas.
- ✕ Local property taxes generated in renewal areas reached \$10.6 million in the City in fiscal 1972-73. Prior to redevelopment, the figure was \$6.3 million, when adjusted to the current tax rate. And when completed, the eight redevelopment areas will produce \$28.9 million annually in property tax revenues.
- ✕ \$256 million in privately-financed construction has been completed in our renewal areas. Another \$120 million in private construction is underway. Still another \$800 million is scheduled. And further, millions more have been spent or are scheduled for public works, such as parks and schools.

Like any other city, San Francisco must respond to changing and extremely varied needs. In the past, its renewal program has proven an effective way to match the City's resources to these needs. In the future, it should prove even more effective.



Mrs. Elouise Westbrook, chairman of the Bayview-Hunters Point Joint Housing Committee, at redevelopment meeting in Hunters Point



Redevelopment Agency Members at Hunters Point Open House: From Left—James A. Silva, Joe Mosley, Walter F. Kaplan

Robert L. Rumsey, Executive Director
San Francisco Redevelopment Agency



From right—Chairman Walter F. Kaplan, Vice Chairman Francis J. Solvin, Joe Mosley, Stanley E. Jensen.



Cover Photo: Gene Wright

Community Meeting Room

Thomas Paine Square, Page 10

Golden Gate Child Care Center Photo, Page 13—

Karl H. Riek

St. Paulus Lutheran Church, Page 14—Bob Hollingsworth

St. Mary's Cathedral Photo, Page 15—Morley Baer

Loren Miller Homes Photos, Page 8—Robert A. Isaacs

Yerba Buena Center Model, Page 4

Western Park Apartments Photo, Page 26—

Jeremiah O. Bragstad

All Other Photos—Joshua Freiwald

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